

## TOWN OF BRIGHTON DRAFT GENERAL PLAN

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Please be aware that:

Items highlighted in yellow mean they will be revisited or added later.

Items highlighted in green are specific items the steering committee needs to review and provide feedback on.

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## Acknowledgements

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Independent Water Companies in Brighton  
Big Cottonwood Canyon Improvement District (BCCID)  
Brighton Ski Resort  
Solitude Mountain Resort  
Big Cottonwood Canyon Community Council (BCCA)  
Big Cottonwood Historical Society  
The Brighton Institute (BI)  
Unified Police Department (UPD)  
Unified Fire Authority (UFA)  
Utah Transit Authority (UTA)  
Utah Division of Forestry, Fire, and State Lands (UFFSL)  
Utah Division of Natural Resources (DNR)  
Utah Division of Water Resources  
Central Wasatch Commission  
Cottonwood Canyons Foundation  
All Participating Members of the Public

## Introduction

### General Plan Overview

A General Plan is a document that guides future development in a place. Through the planning process, existing conditions are examined, desired future conditions are established, and a path is laid out to bring a community from its present state to its envisioned future. Decision-makers, residents, and other stakeholders can and should use the General Plan to coordinate and

implement decisions about land use, infrastructure, parks, recreation and open space, municipal services, housing supply and affordability, and other public resources. As such, a General Plan is a living, fluid document that should be regularly reviewed and updated.

### Why Make a General Plan?

Municipalities make plans for many reasons. The main purpose of a General Plan is to aid a community in defining and achieving its desired future. More specifically, municipalities make General Plans because:

- Plans strengthen community autonomy by establishing a community vision, and setting priorities, and goals to avoid change “just happening” to them.
- Plans enhance decision-making by synchronizing data, local knowledge, and on-the-ground conditions to enable comprehensively informed decisions.
- With plans, communities can bolster strengths, achieve goals, minimize, and resolve problems, and prevent threats.
- Through the establishment of common goals, the planning process brings together various community members.
- Utah State Code 10-9a-4 requires each municipality in Utah to prepare a General Plan.

### Did You Know?

Utah State Code Section 10-9a-401 requires every county and municipality to have a long-range general plan in order to provide for the health, safety, and welfare of each community and its residents. Section 10-9a-403 of the code outlines the components that can be included in a general plan. Land use and transportation elements are required for all counties and municipalities. Many additional elements are also frequently included in general plans. Such sections may cover housing, economic development, infrastructure, natural hazards and resilience, or the environment.

#### **Land Use:**

“The General Plan shall designate the long-term goals and the proposed extent, general distribution, and location of land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space, and other categories of public and private uses of land as appropriate; and may include a statement of the projections for and standards of population density and building intensity recommended for the various land use categories covered by the plan.”

#### **Transportation:**

“The General Plan shall provide a transportation and traffic circulation element consisting of the general location and extent of existing and proposed freeways, arterial and collector streets, mass transit, and any other modes of transportation that the planning commission considers

appropriate, all correlated with the population projections and the proposed land use element of the general plan.”

### **Housing:**

“The General Plan shall include a plan that provides a realistic opportunity to meet the need for additional moderate-income housing.” (\*Metro townships with populations less than 5,000 people are excluded from this requirement.)

Although not currently required by State Code, it is in the interest of Brighton to plan for the housing of current and future residents. This element may address such topics as housing affordability, short-term rentals, accessory dwelling units, property maintenance, workforce housing, and accessible design for an ageing population.

### **Natural Resources, Recreation, and Tourism**

General Plans are meant to be unique to the community they represent and since the Town of Brighton sits in a sensitive position among preserved forestry lands, natural resources, and outdoor recreation, some chapters have been added in this plan to address unique challenges faced by the Community.

In Brighton, natural resources and recreation are intrinsically linked. Residents enjoy unparalleled access to hiking, biking, skiing, fishing, and other forms of recreation. These activities also attract numerous visitors to the Canyon and Town. This element will address how to plan for long-term stewardship of the natural ecosystem and recreational amenities, as well as how to meet the current and future needs of residents and tourists, from open space to economic development.

### **Resilience and Infrastructure**

Hazard planning is a critical component of Canyon life. What will the community do in the face of fire, avalanche, flood, or earthquake? In addition to these sudden events, there may be small changes that will stress the community over-time. How will Brighton adapt in response to these changes big and small? This element seeks to address those challenges, through a framework of physical, digital, and social infrastructure planning.

### **Planning Authority**

The Town of Brighton became an independent municipality by a vote of the residents of the Town of Brighton in November 2018. In November 2019, voters elected a Mayor as chief executive officer and four Town Council members to serve as the town’s governing authority. They were sworn into office on January 1, 2020, thus beginning Brighton’s first year as a Town. The Brighton Planning Commission was established in April 2021, nearly a year after incorporation when the State Legislature granted land-use authority to the Town in March 2021. At the time of

incorporation, land-use authority was retained by Salt Lake County because Brighton was considered a regional asset to be administered by the County Regional Development Department.

The Town Council has the authority to enact laws and ordinances to carry out its responsibilities such as land use and development regulations (zoning) as long as these laws and ordinances are consistent with the Utah Municipal Code and other state statutes.

The Town of Brighton consists of 15.5 sq. miles. Only 3.5 sq. miles are private lands that come under the jurisdiction of Brighton's land use authority. The other 12 sq. miles are US Forest Service public lands. No city or town has jurisdiction over federal USFS land.

The Town is a member of the Greater Salt Lake Municipal Services District ("District"). The District provides the Town with planning and development services as part of its membership agreement. The Town of Brighton Council appoints a Planning Commission and a General Plan Steering Committee to work with District Long Range Planners on the development of the Town of Brighton's General Plan. The General Plan Steering Committee and Planning Commission make recommendations to the Council regarding the adoption and amendment of the General Plan. The Council can adopt, reject, or revise a recommended General Plan. See Figure 1 for an overview of the general planning process.



**Commented [EO1]:** New graphic needed for Brighton's situation.

**Figure X:** The general planning process shown with involved parties, adapted from <http://www.ruralplanning.org/assets/general-plan-guide.pdf>

## Navigating the General Plan Document

This plan is divided into 11 chapters that . . .

**Chapter 1: Introduction** The introduction chapter summarizes the state of Utah minimum requirements for a General Plan. This is meant to inform readers unfamiliar with the General Plan process and educate elected officials on what is legally required and what is not. This chapter also discuss methodology and other information for contextual purposes.



**Chapter 2: Community Background** This chapter briefly reviews the history of the Town of Brighton, both natural and human, that made the Town what it is today. For those reading this document unfamiliar with the area geography, Chapter 2 provides important context to help the reader understand some of the goals and priorities outlined in this plan.

**Chapter 3: Public Outreach and Partner Engagement** The backbone of the General Plan process is rooted in the participation of residents, business owners, property owners, government bodies, and other stakeholders to craft a vision and action plan that builds consensus from diverse perspectives. This chapter summarizes participation and collaboration conducted by the Town of Brighton while creating the objectives of this General Plan.

**Chapter 4: Vision and Values** Every community is unique and setting vision and priorities helps to transparently share the community's strategy for future growth and development. This is crucial for those visiting, working with, or assisting the community to help ensure that overtime the vision identified in the General Plan is not lost as the community continues to evolve.

**Chapter 5: Land Use** This is the first "element" of the General Plan and discusses existing land use conditions, future land use goals, and methods of implementation. This chapter also reviews public comments as they relate land use, case studies and examples from other municipalities, information regarding land use planning, and a summary of potential actions that may be taken to accomplish the community's land use goals. The supplemental items included in the chapter are meant to educate those who are unfamiliar with the planning process.

**Chapter 6: Transportation** The second element of the General Plan is transportation, including existing transportation conditions and future transportation goals the Town of Brighton would like to accomplish. This chapter also reviews public comments as they relate transportation, case studies and examples from other municipalities, information regarding transportation planning, and a summary of potential actions that may be taken to accomplish the Town's transportation goals. The supplemental items included in the chapter are meant to educate those who are unfamiliar with the planning process.

**Chapter 7: Housing** The third element of the General Plan is housing, including existing housing conditions and future housing goals the Town of Brighton would like to accomplish. Topics of consideration include workforce housing, short term rentals, housing affordability, and property maintenance. This chapter also reviews public comments as they relate housing, case studies and examples from other municipalities, planning information, and a summary of potential actions that may be done to accomplish the housing goals. The supplemental items included in the chapter are meant to educate those who are unfamiliar with the planning process.

**Chapter 8: Natural Resources, Recreation, and Tourism** The fourth element of the General Plan is natural resources, recreation, and tourism. These topics are closely woven together and therefore are discussed within the same chapter. The existing conditions are reviewed and the

future goals for the topic are outlined. This chapter also reviews public comments as they relate natural resources, recreation, and tourism, case studies and examples from other municipalities, planning information, and a summary of potential actions that may be taken to accomplish the goals. The supplemental items included in the chapter are meant to educate those who are unfamiliar with the planning process.

**Chapter 9: Resilience and Infrastructure** The fifth element of the General Plan is resilience and infrastructure. This chapter reviews the Town's ability to mitigate and adapt to potential future hazards. These could include natural disasters and sudden events, or long-term stressors that change community conditions. This chapter also reviews public comments as they relate to resilience and infrastructure, case studies and examples from other municipalities, planning information, and a summary of potential actions that may be taken to accomplish resilience and infrastructure goals. The supplemental items included in the chapter are meant to educate those who are unfamiliar with the planning process.

**Chapter 10: Work Program** After reviewing all the elements of the General Plan, the work program chapter outlines specific actionable items that can be accomplished over the next 5-10 years by elected officials to move the Town of Brighton closer to the vision of the General Plan. The Work Program helps prioritize future programs, projects, and policies, while creating a framework for measuring steps that have been taken to implement the General Plan.

**Chapter 11: Appendix** All associated research and data that may be referenced in the above chapters can be found in this appendix.

Each topic-based section of the plan includes an analysis of existing conditions related to that topic, a description of the community's feedback regarding the topic (look for speech bubbles), an explanation of underlying planning concepts (look for "DID YOU KNOW" callouts), and the Town of Brighton's vision and goals related to that topic. Although subjects are divided into distinct chapters in this General Plan, they remain tightly woven and dependent on one another.

## How to Use This Document

**For Everyone:** This document is meant to inform all who are interested about the current conditions of the Town of Brighton, the possible routes the community may take in the next 5-10 years, and what the community intends to look like overtime. Anyone interested in working with, living in, or visiting the Town is welcome to read our General Plan and learn about the values of this community.

**For Residents:** This plan can be used to ensure that decision-makers are upholding the vision of the community as set forth in this community-driven plan, implementing appropriate legislation that will align with the community vision, and ensuring implementation of the work program is occurring in a timely manner to reach goals.

**For the Planning Commission:** This document should be used when considering any land use decision as big as redevelopment of multiple properties or as small as minor design guidelines to a commercial sign. When confronted with a decision that requires the balancing of rights of a property owner with the overall public interest, this General Plan can assist in weighing the issues and prioritizing what is important.

**For Elected Officials:** Similar to the Planning Commission, this document can be used to help ensure the community's voice is heard when considering planning and development decisions overtime. More importantly, the work program in this document has been heavily vetted and reviewed and can help elected officials quickly and efficiently implement the actions that will result in the Town of Brighton meeting its vision as identified by this General Plan. It is recommended that the work program be used throughout the year to accomplish all goals. The Town Council can develop a clear roadmap with the items in the work program which will better provide transparent communication between the governing body and the public.

**For Business or Property Owners:** Ensuring that your future goals for a business or property located within the Town of Brighton align with the goals outlined in this General Plan will help parties work together for a mutually-beneficial outcome. The Town's future plans for the community may also encourage new investment opportunities, or convince a young family to finally purchase that cabin in the woods that they have been dreaming about.

**For Partners and Stakeholders:** This document has been created for the purpose of openly and transparently sharing the future vision of the community. After reading this General Plan, as a partner or stakeholder, we welcome and look forward to the potential to work together to improve our shared community.

### Important Terminology

This document is intended to be actionable. Towards that end, the Town of Brighton General Plan breaks down priorities and strategies into digestible and implementable pieces. Throughout the plan, the following terms and definitions will be important:

**Vision:** overarching summary statement envisioning the Town of Brighton's future

**Goals:** overarching desired outcomes that can be attained by following the General Plan

**Element:** Utah State Code refers to the different topics contemplated in a municipality's general plan as "elements" in the general plan. In Utah State Code 10-9a-403 a "land use element" must always be included in a General Plan.

Elements in the Brighton General Plan: Land use, Transportation, Housing, Natural Resources-Recreation-Tourism, and Resilience and Infrastructure.

**Objectives:** identified outcomes that support goals

**Actions:** specific policies, programs, or strategies that accomplish objectives

**Policies:** statements that inform elected officials and decision-makers

**Programs:** intentional governmental or community actions toward meeting goals

**Existing Conditions:** capturing data at the time the plan was created to measure areas of improvement or identify measurable goals that can be reviewed again when the plan is updated

**Case Study or Zoning Examples:** examples of other planning and zoning actions taken around the state, country, or world to help residents and elected officials see the potential in their community

## Data Collection and Difficulty

The Greater Salt Lake Municipal Services District (MSD) recognizes this data may fall short of comprehensively and accurately categorizing the community's current condition. The Town of Brighton has been recognized by the U.S. census bureau as a census community since 2020. This means historical and accurate demographic data is severely lacking and may result in best interpretation of data available.

One of the MSD's main data providers, ESRI GIS Company, that provides data on employment, travel, live/work, and consumer trends has had delays in updating the community reports usually relied upon during the MSD's planning process. The technical assessment attached in the appendix of this document reference ESRI 2019 demographic data.

Since the Town of Brighton's incorporation in 2018, the town's contract with the MSD for planning and development services has included inventory and assessment of community data and to provide data where gaps appear. This data collection is based on priority or requested by the Council or Planning Commission and may be done in cases where funds allow for more extensive data collection or more advanced technologies.

With these factors contributing to a lack of accurate and thorough data, the ability to assess the situation economically, demographically, and administratively, may be affected by this. Possible strategies to mitigate this caveat are proposed further in this plan.

## Community Background

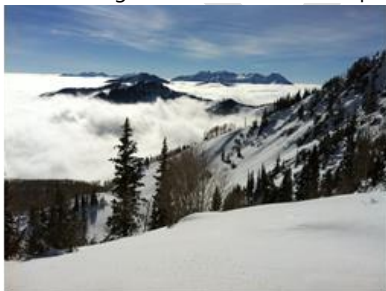
Natural History – section written by Brighton Resident, Barbara Cameron, (2021)

In the summer of 1891, pioneer homesteaders, William and Catherine Brighton, wrote up a little pamphlet inviting visitors to spend time at their new hotel in the mountains. It read... ***you can picnic in pine forests or tramp up the trail and dine in cloudland, for Brighton is like an oval cup, decorated with the emerald waterways and filled to the brim with health and rest for the toilers of the valley.***

The remarkable forest at the headwaters of Big Cottonwood Canyon has been eons in the making. In winter, storms layer the upper canyon with fluffy heaps of powder snow that attract snow enthusiasts from around the globe. Average snowfall is about 500" (a cumulative 42 ft.) which reduces to about 19 inches of water. In summer, the canyon blooms with wildflowers and appreciative visitors seeking cool air and recreation. There is limited precipitation in summer. Average temperatures range from 37° in winter to 86° in summer.



**Snow.** The Wasatch Range is perfectly situated to take advantage of "the lake effect" where eastward-moving storms flow across the Great Salt Lake, then are suddenly forced upward against the mountains where their moisture is infused with dry desert air to form the fluffy dendritic snowflakes of Utah's world-famous *White Gold*. Avalanches can be a threat on slopes between 35° - 45° Such slopes are vegetated with only low-growing plants that easily shed the moving snow. Thus, frequent avalanche paths can be identified even in summer. Argenta is a common slide path in Big Cottonwood.



*Fire.* Wildfire was an important part of the ecology in Big Cottonwood Canyon. Many of the plants are adapted to fire including Lodgepole pine, Ponderosa pine, and Aspen. But for some plants, fire is a serious threat. Subalpine Fir is known as the *Roman Candle of the Forest* because the dead lower branches form “ladders” that allow fire to climb to the canopy. Because of intensive human use and the need for watershed stability, fires are suppressed, except for a few small fires in federal Wilderness areas. This can have unfortunate results, including the threat of insect outbreaks and a loss of biodiversity.

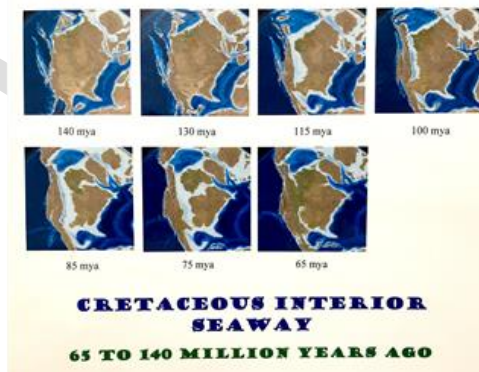


*Climate Zones.* Several climate zones overlay Brighton. The *Riparian Zone* is very accessible because it is directly adjacent to the canyon roadway. It offers intimate views of wetland plants and trees. The *Montane Forest Zone* features steeper hills with conifer forests. In areas that have been disturbed by fire or logging, the Montane Forest is dominated by Aspen. The *Subalpine Zone* begins at elevations approaching 10,000 ft. and is a zone of open meadows with scattered tough evergreens, often bent and stunted by storms and snow. Finally the *Alpine Zone* is a world where few trees can grow. The species that thrive here include rock-hugging dwarf willow, stonecrop and colorful lichen.

#### Geology of Brighton in Big Cottonwood Canyon

For about 75 million years during the Cretaceous period, the interior of North America was covered by a great shallow sea from the Arctic to the Gulf of Mexico. The remains of this sea are recorded in the gray-blue layers of shale and limestone where fossils of oysters, clams, coral, and fish can be found.

Sixty-five million years ago, the Earth's crust in this region was compressed by tectonic forces as the Pacific (Farallon) plate began shoving underneath the North American plate, far to the west. This force rumpled western regions of the North American plate into mountains, tilting and folding the rock layers into the Wasatch Range. The force was also directed along thrust faults, at which thick layers of limestone were shoved over younger layers.



Then about 38 million years ago great blobs of magma began to intrude and cool below the surface forming granite-like quartz monzonite. As the magma mass pushed upward, it metamorphosed surrounding rocks and injected mineral-rich veins of silver, lead, and zinc into them, creating the materials for the mining boom of the 1870s. Mount Millicent (elevation 10,452') is part of that granitic intrusion, and is only visible because of the seabed layers have eroded around it. Remains of marine life can be found near Lake Catherine (elevation 9,947'). Further uplifting and stacking of the earth's crust still continued to gradually elevate the Wasatch Range. Mt. Wolverine is the highest peak in Big Cottonwood Canyon (elevation 10,795').



Big Cottonwood Canyon sits on the westernmost rim of the Rocky Mountain Range. The Wasatch Fault separates it from Salt Lake Valley's Basin and Range province to the west. The Basin and Range territory is very gradually moving away from the Rockies and westward toward Reno by about ¼ inch per year, due to constant minor earthquakes.

The relentless forces of water and ice change and carve valleys revealing a layer cake of time and climate transition. Graceful U-shaped glacial valleys, cirques, and moraines are most evident in the canyon east of Cardiff Fork, sculpted by the last ice age that ended about 10,000 years ago. But earlier glacial evidence exists along the entire canyon corridor.

#### Watershed

*Watershed Authority.* Brighton is located at the headwaters of the largest watershed area (50 sq.mi.) in the Wasatch. Big Cottonwood Canyon provides 20% of the drinking water for almost 2 million people. Brighton communities take watershed stewardship seriously, and have earned several Best Water In Utah awards. The water is high quality, traveling directly to valley homes with no reservoirs, only a quick flow through the water treatment plant at the mouth of the canyon. If you threw a snowball into the river, those water molecules would appear at your tap in 24 hours. Salt Lake City owns the water and keeps strict quality control through constant monitoring, zoning ordinances, and public education outreach such as the *Keep It Pure* campaign and *Tour with a Ranger* programs. Dogs



are not allowed in the canyon watershed, although a few residents have dogs that are specially registered and supervised. Due to Salt Lake City's ordinances, development in the canyon is very limited because any new building requires a water share. There are very few unused water shares remaining. The Forest Service supports the watershed mandates and recognizes the extraterritorial jurisdiction held by Salt Lake City.

*Sewer.* In 1995 the Big Cottonwood Canyon Improvement District was formed to design, construct, and operate a sewer system. The gravity system consists of a 10" diameter main line; its small diameter mainline was intended to be another limit on development. All residents and businesses within 300 feet of the main line are required to connect. It is a significant improvement in watershed protection from the old septic systems, and provides improved facilities for the estimated 3 million annual visitors.

*Watershed Sustainability.* Brighton was a primary source of lumber for mining and building Salt Lake City. Within 10 years of arrival by the pioneers, 22 sawmills were established in the canyon. But by 1900, most of the trees had been cut. Spring rain poured mud and rock into the creek, making it unusable for the fledgling city. A chance visit from Gifford Pinchot in 1905 spurred city



leaders to establish the Wasatch Nursery at what is now Spruces Campground. That same year President Teddy Roosevelt appointed Pinchot to lead his newly-created US Forest Service. Thus, Spruces was the first USDA Forest Service Nursery and operated from 1905 to 1920. In those years, local volunteers planted over 5 million tree seedlings in the Wasatch. Nothing on this scale had been attempted before. A variety of trees were planted at Spruces to determine the best survivors. Some of those early trees, such as larch, ponderosa, pine, fir and spruce still exist there. Those hearty seedlings are now mature trees holding the watershed together as planned.

Visitation pressure is the greatest threat to watershed sustainability. Lack of adequate restrooms, potable water, and public transit all need consideration and funding to manage a secure and healthy watershed.

#### Biodiversity

Around 14,000 years ago, ancient Lake Bonneville extended part way into Big Cottonwood Canyon. As it receded, a unique environment began to evolve with several biological zones, each with its own temperature, water, geology and sun aspect. The ruggedness of the upper canyon provided a refuge for a surprising diversity of wildlife, including moose, deer, mountain sheep, mountain lion, mountain goats, and bear. Small mammals include coyote, fox,



lynx, badger, snowshoe hare, ermine, marmot, chipmunk, red squirrel, ground squirrel, and pika. Beaver reshaped canyon meadows. Current bird sightings include a range of raptors from hawks to golden eagles, owls and goshawks. Entertaining show-offs include Stellar Jays, Clark's Nutcrackers, Woodpeckers, and American Dippers. Western Tanager, varieties of Hummingbirds, and robins cycle through to add color to the summer season.

The diversity of reptiles in this high desert mountain region is not great. Snakes include Great Basin rattlesnakes, gopher snakes, and garter snakes. Riparian areas provide habitat for tiger

salamanders, sometimes known as the "water dog", though their populations have diminished recently. Two small Dog Lakes (one along Desolation Trail and the other along the Mary Trail) are named



for these amphibians. Western Toads can be heard croaking near Willow Lake. Because they breathe through their skins, amphibians are particularly sensitive to environmental contaminants, and are considered indicator species for environmental quality. Aquatic insects including caddisflies, stoneflies, and mayflies thrive in the cold, clean, highly-oxygenated headwaters. They are also indicator species monitored closely by Salt Lake City's Watershed Division. These insects feed a small but thriving population of fish. Big Cottonwood Creek, which has the highest flow of any Wasatch Front canyon stream in Salt Lake County, harbors rainbow, brook, and brown trout. The fish are non-native, the result of stocking programs by the Utah Division of Wildlife Resources.

Source: Moose near Silver Lake, Utah Division of Wildlife Resources 2019

Big Cottonwood was named for the enormous Cottonwood trees that grow near the creek bottom in the lower canyon. The upper canyon has become famous for its Aspen forests on south aspect slopes that change to bright yellow and gold each fall. North facing slopes feature Subalpine fir, Douglas fir and Engelmann spruce. Willow, Mountain Mahogany, Twinberry Honeysuckle, Serviceberry, Dogwood and Mountain Lover shrubs add color to riparian areas.



Next to autumn, the most colorful time of year is the wildflower season in July and August that brings a surprising burst of color and fragrance to the mountains. Early bloomers include Glacier Lily, Bluebell, Serviceberry, and Wild Strawberry. Riparian specialists are Elephant Head, Bog Orchid, Corn Lily, Wintergreen, Monkeyflower, Pink Pyrola. Long lasting bloomers include Sticky Geranium, Scarlet Gilia, Indian Paintbrush, Western Wallflower, Yarrow, Meadowrue, Columbine, Penstemon, Buckwheat, and Oregon Grape. Watch for late bloomers such as Fireweed, Aster, Coneflower, Baneberry, and Pearly Everlasting.

Invasive plants and pests have become an increasing problem in recent years. They tend to gain a foothold in disturbed areas such as roads, trails and campgrounds. Invasive plants include Myrtle Spurge, Thistle, Dyer's Woad, Hounds Tongue, and Toadflax. Pests such as Spruce Beetle, Balsam Woolly Adelgid (BWA) and Moose ticks are endemic, but have been taking a deadly toll due to warmer winters that allow them to survive and increase reproduction cycles. Plant biologists suggest that we may lose 80-90% of the Sub Alpine Fir population due to BWA within the next 10 years. Similar mortality among mature Engelmann Spruce trees could happen due to the increasing Spruce Beetle population. This kind of change could inflict damage to the forest through increased erosion, loss of wildlife habitat, and wildfire potential from dead and dying trees. This forest can be resilient, but will depend on the stewardship of the people who visit and live there.

### Human History

Brighton lies at the intersection of the Ute, Goshute, and Shoshone nations' ancestral lands (Clark et al., 1997). These Native peoples hunted game and gathered plants in the Wasatch canyons during the summer months (ibid).

Brighton is named after William S. Brighton, a Scottish immigrant who came to Utah in 1857, ten years after Latter-day Saint settlers arrived in the Salt Lake Valley (Clayton, n.d.). Brighton claimed land at the top of Big Cottonwood Canyon in 1870. In 1874, Brighton and his wife Catherine opened the Brighton Hotel, which catered to miners traveling between Alta and Park City (ibid). The Brightons opened a larger hotel in 1893, and by that decade, several summer cabins had been built in the area (Murphy, 2016). Brighton Ski Resort, the first ski resort in Utah, opened in 1936 when members of the Alpine Ski Club built a cable tow (Arave, n.d.). The resort began to consolidate into a modern destination in 1963 when Zane Doyle bought out owners of cable tows

**Commented [EO2]:** Does someone from the historical society want to make revisions?

and T bars (Benson, 2016). The Doyle family continued to develop the resort until selling it to an investment firm in 1987, though they continued to manage the resort afterwards (ibid).

The Town of Brighton also includes Solitude Mountain Resort, which is just northwest of Brighton Ski Resort. Robert M. Barrett, a uranium tycoon, founded the resort in 1956 (Solitude Mountain Resort, n.d.). Gary DeSeelhorst and two partners bought Solitude late in the 1970s (ibid). In 2015, the owners of Deer Valley Resort purchased Solitude, and in 2018, Alterra Mountain Company bought the resort (ibid).

Much of Brighton is owned by the United States Forest Service (USFS) and is administered as the Uinta-Wasatch-Cache National Forest. President Teddy Roosevelt created the Wasatch National Forest through a presidential proclamation in 1906 to preserve the natural resources in the central Wasatch Mountains (United States Forest Service, n.d.). The Forest eventually merged with other administrative units to become the Uinta-Wasatch-Cache National Forest in 2008 (O'Donoghue, 2010).

The town of Brighton has long history of mining. Patrick E. Connor, the military commander at Fort Douglas, helped established mining districts in the mountains surrounding Salt Lake City in the 1860s, including the Big Cottonwood Mining District, which included Brighton (Notarianni, 2006). Silver mining picked up in 1869-1870, with Little Cottonwood Canyon as the focal point, though mines, including the Prince of Wales mine, were located near Brighton. However, due to the difficulty in extracting ore and a drop in the price of silver, mining activity decreased in the Cottonwood canyons starting in the late 1870s. (ibid). Mining activity in Big Cottonwood picked up during World War I as mineral prices rose, with the Cardiff mine becoming a large producer; by 1949, mining in the Cottonwood Canyons began to diminish and eventually ended altogether (ibid).

In 2018, residents of Brighton voted to incorporate as a town, with incorporation taking effect on January 1, 2020 (O'Donoghue, 2018; Brighton, Utah, 2021a). In 2021, Brighton established its first Planning Commission. Prior to that, the Mountainous Planning District (MPD) Planning Commission served the Town of Brighton.

*Figure 1: Cardiff Mine in Big Cottonwood Canyon*



Notarianni (2006)

## Population Summary and Demographics (to be added later)

### Regional Plans

There are many partners in the Town of Brighton boundary and each of these partners may have their own goals and objectives. It is the intent of the Steering Committee that the General Plan is compatible with adjacent or overlapping plans to create common goals that can be worked on together and increase the likelihood of those goals succeeding to reach a collective vision for the canyon.

#### USDA Forest Service Uinta-Wasatch-Cache National Forest Plans and Projects

The USFS has their own master plans for future recreation construction, transportation, and amenity improvements. They are currently working on a trails master plan with the Town of Brighton as an active participant.

#### **Brighton Ski Resort Master Plan**

The Brighton Ski Resort is required to have adopted master plans that outline potential development, new recreation opportunities, and infrastructure projects that will need to be implemented over the course of the plan. (details to be added later)

#### **Solitude Mountain Master Plan**

The Solitude Mountain Resort is required to have adopted master plans that outline potential development, new recreation opportunities, and infrastructure projects that will need to be implemented over the course of the plan. (details to be added later)

#### **Utah Department of Transportation Future Projects**

UDOT, being a state agency, has its own method of planning and prioritizing projects. Highway 190 that leads into the Canyon is under the direction of UDOT officials. The projects proposed by UDOT in the near future include burying utility lines in 2022, repaving roads in 2024, and seeking funding for S-curve barriers. All of UDOT's projects are reviewed and approved by the US Forest Service and follow a strict guideline of maintenance and service of the highway. Projects that take place out of the right of way Highway 190 are typically under the jurisdiction of the US Forest Service.

#### **Wasatch Canyons General Plan 2020**

Salt Lake County Regional Development Department recently adopted the Wasatch Canyons General Plan which outlines goals and objectives for adjacent areas in and around the Wasatch Canyons. The Town of Brighton was intensely involved with the creation of that document and intends to honor the goals and collaboration that were outlined in that regional General Plan.

#### **Salt Lake County Resource Management Plan**

The 2017 Salt Lake County Resource Management Plan can help the Town of Brighton assess natural resources and set goals and objectives for the protection and utilization of those resources.

#### **Cottonwood Canyons Scenic Byways - Corridor Management Plan 2008**

The Corridor Management Plan is a written plan developed by the communities and stakeholders in a byway area that outlines how to define and enhance the Byway's intrinsic qualities and character. This plan outlines potential goals and strategies suggested by the US Forest Service and other community partners, including some that are now associated with the Town of Brighton.

#### **Wildlife Action Plan 2015-2025**

Utah Division of Wildlife Resources has a 10-year plan that "aims to facilitate and guide coordinated action among the various members of Utah's wildlife conservation community". The Wildlife Action Plan can help prioritize conservation efforts for the Town of Brighton and identify state-wide issues regarding wildlife preservation.

#### **Forest Action Plan 2020**

The division of Forestry, Fire & State Lands recently finalized the Forest Action Plan in partnership with the U.S Department of agriculture (USDA) Forest Service. This plan is a statewide forest resources assessment that outlines key issues and concerns that should be

considered over the next 10 years. Some of the main threats in this plan are not dissimilar to the threats that face the Town of Brighton.

## Public Outreach and the Planning Process

The General Plan for a community should be a comprehensive representation of the community's residents and partners. All components of the General Plan should be thoroughly reviewed by community members and allowed to be adjusted if they are not adequately representing the goals of the Town. At each step in the process of creating Brighton's General Plan, the community was involved and given the opportunity to steer plan direction and provide feedback. The feedback may have been collected at a public workshop, steering committee meeting, council meeting, online or even submitted to the Municipal Services District Staff. This General Plan shares the results of all public feedback as it relates to the corresponding chapters in the document, but a summary of the public outreach is outlined in this chapter.

### Public Engagement Tools

The MSD and the Town of Brighton used multiple tools, both online and in-person, to increase the number of residents and partners that could engage in the town's planning process. During the year long process to draft the general plan the following engagement tools were used:

**Online surveys** were publicly available on the Town of Brighton long range planning website for anyone to provide feedback to the General Plan Steering Committee. The comments that are were submitted through the online survey were reviewed at one of the publicly noticed steering committee meetings.

**In-person workshops** were held in multiple locations in the Town of Brighton boundary and in every season of the year. This allowed for person to person contact to answer questions and for residents to become more familiar with the planning process. ADA options were provided, and online surveys were available if someone was unable to attend.

**Emailed newsletters** through the town clerk and through the MSD were routinely sent out for all publicly noticed events and engagement opportunities.

**Planning Commission and Town Council meetings** were utilized to update the town elected officials on status of the general plan process and provide feedback if needed.

**Public hearings** are required by state code and used when the final draft of the general plan was first reviewed by the town Planning Commission.

**Community Council meetings** were used to help to collect feedback and disseminate information to residents.

Public Engagement Events Timeline (to be added later)

## SWOT & APAE

As part of the General Plan process, the MSD holds a kick-off workshop to introduce the process to the public and perform SWOT (Strengths, Weaknesses, Opportunities, and Threats) and APAE (Achieve, Preserve, Avoid, Eliminate) analyses with participants. This is practiced in all communities that are serviced by the MSD and is meant to quickly identify the key themes and points of interest that will be reviewed further as the General Plan develops. The SWOT analysis is a strategic planning technique that helped identify the needs and opportunities for the Community, while the APAE exercise, an integral component to problem solving known as the Goals Grid, helped identify potential problems and contemplate possible solutions to design a future direction for the Town.

Figure X: Sample of most popular responses from the SWOT analysis.

Strengths	Occurrences	Weaknesses	Occurrences
Long term cabin owners that work well together - 130 years	3	Inadequate public restrooms at trail heads	4
Committed, professional Council and Mayor	3	Noise pollution	4
A loving community of colorful personalities that are always able to unite, despite their differences, to achieve goals or overcome obstacles	2	Bikes not sharing the road and staying in the bike lane (area)	3
Outstanding forest	2	Winter activity related to parking is inadequate for current traffic volume	3
Town people that love BCC	2	Over-visitation, careless visitors	3
People who can see a vision and leave petty differences aside	1	No dog permits for residents	2
People who have been in the canyon a long time - great history	1	Road bikes	2
People from all over the world come visit	0	Lack of year-round public transport on SR-190	2
Great ski resorts and summer hiking	0	Light pollution	1

Opportunities	Occurrences	Threats	Occurrences
Charge photographer license fees. 30+ brides taking pictures on Cardiff Rd one Saturday. They had props, changing rooms, etc. They should help fund our needs	5	Noise pollution	6
Clean up compactor, make pretty	4	We see so many dogs! Leashed and unleashed	5
Walking/bike lane around Brighton Loop	3	Speeding	5
Pickle ball on public tennis court	3	Overuse	4
Cultural activities	2	Wildfires	4
Ignore the above. Dogs are nice	2	Public restrooms	4
More year-round public transportation	2	Parking availability	3
Work with ski resorts for summer bike/run shuttles	1	Garbage	3
Mini van shuttle service similar to what Daybreak development is doing	1	Short-term rentals increasing (AirBnb, VRBO, etc)	3
<i>Public Engagement Response July 2021</i>			

Figure X: Sample of most popular responses

Achieve Categories	Occurrences	Preserve Categories	Occurrences
Traffic and Parking Management	19	Small Town Feel	8
Improved Transit Service	8	Natural Ecological Systems	8
Trail Head Infrastructure	5	Recreation and Open Space	8
Active Transportation Infrastructure	4	Sense of Community	5
Management of Noise Pollution	4	Swiss Chalet / Log Cabin / Historic Design	4
Sustainable, Well-Managed Growth	4	Small-Scale Development	4
Restaurants	4	Clean Air / Water	3
Stronger Community Ties / More Community Events	4	Natural Beauty / Views	3
Hazard Mitigation	3	Brighton Loop Landmarks	2
Representative Land Use Codes	3	Wildlife Habitat	2
Community Gathering Places	3	Mountain Community Spirit	1
Avoid Categories	Occurrences	Eliminate Categories	Occurrences



Unsustainable Growth / Development	13	Traffic and Parking Issues	15
Increased Traffic Congestion or Safety Issues	7	Noise Pollution	8
Large Scale or Non-Local Commercial Development	7	Environmental Degradation	3
Catering to Visitors / Too Many Short Term Rentals	5	Incompatible Design	2
Large Scale Transportation Infrastructure (Trains / Gondolas)	3	Special Interest Group Influence	2
		Unkempt Property and Infrastructure	2
Incompatible Design	3	Brighton Municipal Authority	1
Unaffordable Housing	1	Short Term Rentals	1
Over-Regulation	1	Use of Salt on Roads	1
High-Rise Developments	1	Dogs in Canyon	1
Over-Taxation	1	Infrastructure Degradation	1
All Commercial Development	1	Unightly, Above-Ground	1
Community Advertising	1	Utilities	1
<i>Public Engagement Responses July 2021</i>			

The occurrences listed in the tables can help communicate how many people share the same sentiment toward the comment and therefore put greater weight on certain comments above others. This is used in the steering committee for formulate a method of prioritization of goals and objectives that are used in the later chapters.

The public engagement data is meant to take all comments from the public, categorize them, address them, and then create meaningful goals that can be implemented and measured. If a resident feels like they have been heard by community officials and goals were established and enforced that resident is more likely to be satisfied with their government functions and overall feel more invested in the community. This can provide a great benefit to the community and

build a comprehensive vision of the Towns.



## Values & Vision

After the initial kick-off meeting the public held in July 2021. The General Plan Steering Committee met to discuss the community vision and priorities to be used in this general plan as the guiding values that impact future decisions.

The community vision is meant to paint an overarching picture of how the community should look in the years to come. This is something that elected officials can use to support decisions that will change the community overtime. The question to be asked by the public and elected officials should be: Are the decisions being made today going to move the community toward that vision tomorrow? After meetings were held to review steering committee and public engagement data, the final vision for the general plan was finished.

*"The Town of Brighton is a historic mountain community that values the bounty of its natural and cultural surroundings and is dedicated to protection of the region and responsible development to provide, access, safety, prosperity, and enjoyment for the benefit of residents and visitors alike."*

Based on the vision statement and public engagement data from the kick-off workshop the committee decided on six priorities.

- Increase the safety of community for residents and visitors by providing opportunities for social gathering and responsibly designed amenities that promote healthy, active lifestyles.
- Improve and maintain canyon recreation opportunities by establishing thoughtful amenities, increasing safety, and promoting, cultural, historical, and environmental stewardship.
- Prioritize continued protection of the region. Preserve natural resources, watershed, and improve the environmental quality of Big Cottonwood Canyon.
- Establish affordable, multi-modal, environmentally conscious, and safe transportation networks that work seamlessly with surrounding regional transportation infrastructure.
- Become a strong collaborator with regional partners in the Canyon to reach the best solutions for utilities and resources that guarantee safety in daily life and emergency situations and build a resilient community.
- Facilitate coordination between private and public partners in the Canyon to strengthen reasonable sustainable, fiscally responsible, development of both environmental and economic systems.